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TOWN

PLAN

City planning Tiburon
" " Central city "

L Tiburon. City Council.

1975

Adopted by City Council, by
Resolution No. 790, on January
15, 1976.

Adopted by the Tiburon
Planning Commission on
December 9, 1975.

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TIBURON DOWNTOWN PLAN

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A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF TIBURON
ADOPTING THE 1975 DOWNTOWN PLAN AS AN ELEMENT OF THE
GENERAL PLAN

WHEREAS, on May 11, 1970, by Resolution No. 289, the City Council adopted the 1970 Downtown Plan as an element of the General Plan of the City of Tiburon; and

WHEREAS, the Planning Commission, after public hearings and after study and review of the 1975 Downtown Plan, the appendices attached thereto, the Environment Assessment dated December 1, 1975 prepared by the City Planning staff, and the Environmental Impact Report prepared at the direction of the City Council by Madrone Associates, which had been certified by the Council on November 24, 1975, has recommended to the City Council that the 1970 Downtown Plan be revised by the adoption of the 1975 Downtown Plan in the form in which it was approved on December 9, 1975 by the Commission; and

WHEREAS, the Council, after public hearing, has considered the report of the Planning Commission, the 1975 Downtown Plan, the appendices attached thereto, the Environmental Assessment dated December 1, 1975, and the Environmental Impact Report prepared at the direction of the City Council by Madrone Associates certified by the Council on November 24, 1975; and

WHEREAS, the Environmental Assessment is in conformance with the requirements of the Environmental Quality Act of 1970, as amended, and with the State and City Guidelines enacted pursuant to the Act; and

WHEREAS, the 1975 Downtown Plan is consistent with the other elements of the Tiburon General Plan.

NOW, THEREFORE, BE IT RESOLVED: That the 1970 Downtown Plan Element of the Tiburon General Plan is hereby amended by adopting the 1975 Downtown Plan as an element of the General Plan, and shall consist of the following:

The text of the document entitled "Tiburon Downtown Plan 1975", as approved by the Tiburon Planning Commission on December 9, 1975, including the appendices attached thereto, the Environmental Assessment dated December 1, 1975, and the revisions to the said document made by the City Council on January 15, 1976.

BE IT FURTHER RESOLVED: That a copy of the 1975 Downtown Plan, as adopted hereby, shall be attached to this Resolution as Exhibit "A", and three copies thereof shall be maintained in the office of the City Clerk.

PASSED AND ADOPTED at an adjourned meeting of the City Council of the City of Tiburon held on January 15, 1976, by the following vote:

AYES: Councilmen: Aramburu, Ellman, Ross, Tayer

NOES: Councilman: Littman

ABSENT: Councilmen: None

S/George Ellman

GEORGE ELLMAN

Mayor of the City of Tiburon

ATTEST:

S/ R.L. Kleinert

R.L. KLEINERT, City Manager/Clerk

Draft Date: 1/15/76

DOWNTOWN TODAY: The Past and the Present; Problems and Potentials

Downtown today has many amenities which the community wishes to preserve and enhance -- not to be lost beneath overwhelming or incompatible development. Of approximately 100 acres in the Downtown Planning Area, only about 25 are developed and 24 are necessary to preserve as tidelands or as a flood control basin. It is the remaining 42.5 now-vacant acres which constitute a potential challenge to the status quo and require that policies and implementation procedures be devised, able to channel conversion of this land into a compatible environment which extends and augments the best characteristics of Downtown Tiburon today.

Preservation of the Village

Tiburon's heritage is a unique combination of agricultural land grants, the growth and decline of a railroad, Lyford's utopian suburbia, and early dependence on water transportation. Land grants have become subdivided; enterprises which grew with the railroad terminal also declined with it; the ferry service has evolved with the changing travel patterns. What has remained in the Downtown Area is a casual mixture of nostalgia and tourism on Main Street, the corner market and the suburban shopping center on Tiburon Boulevard -- more village than small town.

Because of Downtown Tiburon's unique relationship to San Francisco Bay, the available waterfront property along Main Street has become used primarily for visitor-oriented, water-related businesses. The resident serving businesses have been naturally pushed away from the water, to the less congested and more accessible inland. For everyday convenience shopping and services, the resident chooses to avoid the more congested areas whenever possible. With population increases, gradual decrease in available land for resident services, and the importance of keeping the waterfront open for public access and views, expansion of visitor-serving businesses should now be limited.

Several substantial businesses have existed in Tiburon which were professional in character and whose scope of operations were regional and national. Their people lived in Tiburon; they did not attract masses of visitors; they provided weekday activity and helped support both the resident and visitor-serving businesses. The encouragement of such enterprise would off-set unbalanced use of lands for the visitor-oriented retail shop and would preserve balance by attracting new residents who would not only live here but also work and play here.

The nucleus of a village center has been formed. A wide and diverse range of social activities should be encouraged. Because of its location, Downtown Tiburon is not adaptable to the large-scale, highway-oriented, regional sales type businesses. Downtown Tiburon is, and should remain, small-scale physically and in the scope of its enterprises.

Natural Resources: Form, Scale and Character

Once bay mud, the area was filled with the coming of the railroad; rains which used to run off the hills and into the bay now settle in the Downtown

Area, a natural drainage basin. The land form of Downtown Tiburon is significant. a basin surrounded by hills, open wide at one end to the panorama of San Francisco and the Golden Gate, framed by Angel Island and Belvedere. At the other end, a significant holding pond exists, an important natural resource which should be preserved.

Most of the buildings in Downtown Tiburon are small in scale, even intimate. With the exception of Tiburon Boulevard, so are the streets. The intimate quality of buildings and outdoor spaces is a major part of the charm. Downtown Tiburon's small scale (and possibly for many its flatness) makes walking and bicycling pleasurable and practical. These amenities lack an adequate system of bicycle and pedestrian ways, that should be developed. A network of walks through it and down to the waterfront would contribute to this feeling and to a reduction of the need for moving traffic which tends to disrupt it. Tiburon Blvd., the single major street, should be relieved of through traffic, redesigned with broad walkways, a variety of landscaped pedestrian spaces, vistas of more intimate scale, and made into a pleasurable link between the resident serving and visitor serving areas.

Waterfront:

Assuredly, the greatest charm of Downtown Tiburon is a half-mile of bay shore waterfront. Tiburon's relationship to and dependence on the water both physically visually and historically, makes the waterfront the most important natural asset. Not only the frontage, but also the water space itself is important, for it is the water space -- a place for pleasure boating, for fishing and public water transportation--which becomes the backdrop of views for every downtown activity. Any new development should not wall off the waterfront (as in fact present Main Street development has) but should leave complete and unobstructed public access to the waterfront. There should be pedestrian promenades, observation points, fishing, boating facilities and a park. Access to boating should not obstruct public access and water views.

The views from Downtown and the surrounding hillside residential areas are significant and should be preserved wherever possible. Views of the water, historic St. Hilary's, Mt. Livermore, the Corinthian Yacht Club and Belvedere Cove should be emphasized, as these are all amenities of Downtown Tiburon today.

Regional Influences:

It is no wonder that Tiburon regards change as a regrettable inevitability.. But beyond the amenities of local scene and internal life of Tiburon, there are the metropolitan influences which also form the needs of Tiburon, and the shape and content of the Downtown. These influences are in fact inseparable from what has come to exist in Tiburon. Tiburon is willing to accept these influences which enhance the growth of those characteristics we now possess: small scale charm, balance of resident and visitor enterprises, pedestrian orientation, water-oriented activities and enterprises. On the other hand, Tiburon does not intent to be submerged by all metropolitan influences which could significantly alter the character or scale which now exists: no automobile bridge to San Francisco, no greatly expanded ferry facility, no significant visitor link to expanded commercial-recreational use of Angel island, no development of Tiburon Boulevard that would alter its two lane character.

Tiburon views regional transportation as an integrated problem: no one mode should become oppressive, such as the auto has. Water transportation for water-related communities, linked with buses of varying sizes, will greatly assist in diminishing the importance of the automobile: the great space eater, which, uncontrolled, could eat up the remaining Downtown area and drastically alter its intimacy. Ferry boats, too, could become too large, straining the capacities of downtown traffic peaks.

The organization of Downtown should take into account the use of bicycles, small motorized carts, taxis, minibuses, etc., integrated with ferry and bus service, not in terms of large ferry boat carriers and large buses. Taken together they may be expected to diminish many kinds of automobile trips in and out of Tiburon. Smaller volume carriers, with more frequency, are characteristic of Tiburon's scale and should be encouraged.

Tiburon should remain physically attractive and should build, not primarily for the visitor alone, but principally for the resident users. Visitor-oriented facilities should be minimized and the visitor encouraged to use Downtown by foot.

Perhaps the unforgettable influence of the metropolitan region is that the majority of Tiburon's families gain their income there, outside of Tiburon. Office uses in Downtown will make some change in this, but not a large one. Thus the major aspect of Tiburon will remain residential and suburban.

DEVELOPMENT POLICIES:

Development policies are the supporting statements which translate community goals into specific action recommendations. The development policies should not be construed as rigid requirements but rather as statements of intent to be interpreted by future decision makers. The policies are necessarily interrelated, although they are separated into eight sections: 1) Tourism, 2) Land Use, 3) Economic Development, 4) Open Space, Recreation and Conservation, 5) Waterfront, 6) Circulation and Parking, 7) Housing and 8) Urban Design.

A. Tourism:

Tourists have become an increasingly important consideration for Downtown Tiburon. Expanded ferry and bus service, and attractive restaurants and shops are bringing more and more tourists. A key issue in the future development for the Downtown is whether or not more tourists should be attracted or whether Downtown should be oriented toward resident-serving and resident-employing businesses. Closely tied to this issue is the question of parking, transportation, congestion, and noise, smell and sight pollution in the Downtown area.

Policies:

1. The unique quality of Tiburon's Downtown should be preserved; especially its small scale, village atmosphere.
2. The further development of businesses that are primarily tourist oriented should be discouraged, and the City should seek to encourage quality businesses in the Downtown area.
3. Transportation for tourists should be primarily by public transportation such as buses and ferries.
4. A limited public docking facility, or port-of-call, may be provided for visitors who come by private boat.

B. Land Use:

Land use is the whole range of human activity or non-activity which is generated by functions placed on the land. The purpose of controlling land use is to control the types and intensities of human activity at specific locations. Certain types of activity require corresponding types of spaces, both open and enclosed. Thus, land use must be looked upon not only as activities, but also as spaces supporting the activities. The relationships between functions are equally important in determining the relative locations of land uses.

As the major common social nucleus for Tiburon, Downtown should contain a wide variety of activities, balanced in overall intensity throughout the week. No one activity should dominate such that an excessive strain is placed on the area at any one time.

Policies:

1. Resident serving businesses should be expanded at a rate consistent with the needs and desires of the community. Convenient, close, short-term parking is required.

2. In order to offset any unbalanced growth of visitor-serving enterprises, yet provide an adequate tax base for city services, a substantial allocation of land shall be made for office facilities, possibly additional lodging and meeting facilities, and to various forms of housing. It is not necessary that these functions be related to the water.

3. In accordance with the adopted policies of the San Francisco Bay Plan prepared by the San Francisco Bay Conservation and Development Commission, maximum access to the waterfront should be provided. The City should insure that no development is permitted along the waterfront, nor for a distance of at least 200 feet back from the shoreline, with the possible exception of a ferry landing. This buffer zone shall be used for public access to the bay shore and treated in such a way that views from inland are preserved.

4. An appropriate amount of land shall be allocated to community building facilities such as a city hall, library, meeting rooms or other suitable community activities.

5. Additional commercial development in the Downtown area should be mixed with housing, office space, parking and public transit facilities so that no one use becomes dominant.

C. Density:

The purpose of controlling density in the Downtown area is to ensure that future development in the Downtown area is neither overwhelming nor incompatible with the character of the community. In order to maintain this character a number of factors must be considered, including the scale, height and design of buildings and open spaces, the adequacy, cost and performance of various support facilities including streets, park areas, schools, and so forth, and the impact on current conditions of changes in noise levels, congestion, land-use and parking facilities.

Any proposed development for the downtown area must be carefully analyzed in order to determine which of the many constraining factors combine to limit the amount of development which will create acceptable differences in Tiburon. These factors include (but are not limited to):

- A. Traffic: New development should be assessed for its impacts on Tiburon Blvd. at least as far west as the intersection of Trestle Glen Blvd. taking into account its present and proposed configurations.
- B. Noise: Future development should be assessed for its impacts in increased noise levels in the Downtown area and along Tiburon Blvd, relative to the standards currently in effect through the Noise Element of the General Plan or as promulgated by the Federal Government.
- C. Water and Energy: Projects should be assessed for the impacts on the overall supply and the amount of consumption proposed.
- D. Parking: The supply of parking and parking's role in attracting visitors who use Tiburon by auto should be carefully evaluated. Costs to the City of providing this service should be included in the evaluation of parking.

E. Community Character: The density of development will have an overall effect on the form, liveability, congestion, and values of the community. This should be carefully assessed by the City in determining the permissible level of future development.

F. Other: Other factors, as illustrated in the processing by the City of the appropriate Environmental Impact Reports, should also be considered in determining what levels of density are appropriate.

It is the desire of the City of Tiburon to retain its small town character, therefore overall development and density should be minimized, in a fashion consistent with reasonable private and public objectives.

Policies:

1. The average density within the remaining developable downtown area (as shown on the attached exhibit map) should be approximately 5,000 square feet per gross acre excluding tidelands. It is contemplated that the density of 5,000 square feet per acre may be increased to a maximum of 7,200 square feet per acre, or may be decreased below 5,000 square feet per acre, depending upon the uses proposed and the effects or impacts such uses may reasonably be expected to have on the community considering the peninsula as a whole. Thus, the density may be increased up to a maximum of 7,200 square feet per acre if, as determined by the City, the most desirable and least problem-causing uses are proposed. On the other hand, if the City determines that the proposed development and/or uses will generate traffic, tourism, parking, demand on quality services, congestion, health and welfare problems, or noise visual or odor pollution beyond reasonably acceptable levels, the density should be decreased to such amount as the City determines will not, given the uses as proposed, generate effects or impacts beyond reasonably acceptable levels.*

D. Economic Development

Economic development reflects on all of Tiburon in many ways. Increasing the size of the commercial community broadens the tax base, and if the relationship of additional revenues created by development is great enough, can stabilize residential tax rates. But development in the downtown will also increase the demands placed on the community's roads, police and fire services, public works maintenance and cleanup crews and other governmental activities. There are many complicated issues involved in Tiburon's response to economic development. If additional businesses will merely add to clutter, traffic and congestion in the Downtown, and furthermore are not the types of businesses that the residents would patronize, the response will be negative. If, on the other hand, the development is well planned, attractive to the community, and of financial benefit to the City, and would be patronized by the residents, the development should be acceptable.

* See Density Memorandum, Department of Community Development, October 13, 1975. and attached Exhibit Map with accompanying table.

Policies:

1. Future economic development shall produce revenue having a positive net fiscal return for the City of Tiburon and its residents.
2. The City should explore various methods of guiding development in the Downtown area to achieve the highest ratio of benefits to costs for the residents of the City.
3. Future economic development should be an enhancement of the high quality of Tiburon's natural environment and its existing community.
4. Businesses which serve residents of Tiburon and/or provide employment to residents of the City should be given preference over tourist oriented enterprises.
5. Property taxes generated from all Downtown businesses should help offset rising costs of government, help stabilize residential property taxes, and more than offset the costs of city government generated by such businesses.
6. A mixture of types of business and residential development should be encouraged, and an attempt made to locate buildings appropriately within Downtown for the types of uses they contain and their needs.

E. Open Space, Recreation, and Conservation:

The Downtown should be a place where there is modest development, but the provision of open space and recreational opportunities is extremely important if the Downtown is to remain the center of the village. The conservation and reservation of such natural resources as the marsh and waterfront are crucial.

Every attempt should be made to increase public open areas in both the existing and newly developed areas of Downtown and to provide for suitable recreational activities.

Policies:

1. Important natural features such as the waterfront and marsh should be preserved in their natural state insofar as possible.
2. The maximum amount of open space should be provided, both in large areas such as the waterfront, marsh and town plazas, and in smaller areas around and between buildings such as vest-pocket parks, pedestrian promenades, decks and bikeways.
3. Areas of open space should be linked to one another if possible.
4. A major focus in Downtown should be on providing open areas for the recreational activities.
5. Plazas, malls, landscaped buffer areas, vest pocket parks, and pedestrian promenades, viewing decks and other areas for walking, sitting and enjoying the view should be emphasized in the future development plans. Active recreational activities such as tennis, soccer, etc, should be located away from the waterfront.
6. Provisions should be made for linking the Downtown area with the existing Multi-use pathway for bikes, pedestrians and joggers.

F. Waterfront:

Tiburon's remaining open waterfront is one of its most important resources. The residents of the community have indicated that the existing open waterfront from the Windjammer to the Caprice should remain open to public access. It is therefore important that the proper integration of the waterfront and any ferry or public docking facilities be accomplished so that open views of the waterfront from the Downtown area are preserved. Additional access to the waterfront and the development of pedestrian promenades behind the buildings along Old Main Street, from the Corinthian Yacht Club to the Windjammer should be required.

Policies:

1. The entire waterfront from the Windjammer to the Caprice should remain open and without development of a commercial or residential nature for a distance of at least 200 feet inland from the water.
2. The waterfront should be attractively landscaped, contain walking and bicycling pathways, and should be a center and focal point for the community. Active recreational facilities, requiring structures such as tennis or soccer, should be located away from the waterfront.
3. Expansion of the ferry facility should be in terms of public convenience and shelter but not in terms of bigger boats or of relocating the landing so that it impinges significantly on the open waterfront.
4. Public access pedestrian promenades should be provided on the Bay side of existing buildings on the waterfront from the Corinthian Yacht Club to the Windjammer.
5. A roadway should be provided connecting Downtown to Paradise Drive, but this road should not create an impairment of the open values of the waterfront by putting heavy traffic flows too close to the shore.

G. Circulation and Parking:

The circulation of people and goods, by whatever means of transportation, becomes critical to areas which are small in scale and character like Downtown Tiburon, and which have limited means of access. It is important not to overemphasize any single mode of transportation; but at the same time, neglecting to adequately and effectively manage each mode will only add to the problems. Parking and flow of automobile traffic, conflicts between pedestrians and motor vehicles, delivery vehicles and ferry and bus facilities are all presently problems in the Downtown area which may either be magnified or mitigated by future development.

Policies:

1. The small scale and character of Downtown should be retained by keeping all transportation facilities small.
2. In development planning, the intersections of Tiburon Blvd., with Mar West Street, Beach Road, Paradise Drive and Main Street, and any new streets should be carefully considered by the City to provide the best traffic flow for residents, shoppers and tourists.
3. To the extent parking is required, off-street parking should be provided to the maximum degree possible. On grade parking screened with landscaping is preferable to parking structures. The needs of residents for parking shall receive priority.
4. Residents and visitors should be encouraged, through the provision of adequate and convenient public transportation to use ferries and buses rather than private automobiles. Facilities for walking and bicycling should be provided to substitute for automobile trips.
5. Pedestrian ways and bicycle paths are an integral part of the circulation system of Downtown and should be provided.
6. A ferry/bus facility in Downtown should be designed to include passenger loading zones and pedestrian crossings, and should be located to minimize congestion. Ferry commuters should be encouraged to ride buses to and from their homes rather than using autos. Any ferry facility should provide shelter to waiting passengers, and any other facilities as may be required, but should be a minimal encroachment on the open waterfront.
7. Alternative ways of redirecting traffic in the Downtown area (such as limiting access to Main Street and providing a bypass route to Lyford's Cove) should be considered both for through traffic, parking lot users, delivery vehicles and shoppers. Care should be exercised in both the existing Downtown area and in future development to avoid conflict between parking routes and through traffic, scenic routes and residential service roads.
8. Wherever possible, truck loading zones or rear access areas should be provided to avoid congestion resulting from delivery vehicles. Other regulation of delivery vehicles should also be considered.

H. Housing:

Although housing is not always considered a vital part of a City's Downtown area, the village like character of Tiburon makes housing appropriate in this area, both to create better social integration and to reduce the amount of future automobile use by residents of the area. Housing should be provided in the Downtown area to serve segments of the population which do not presently find suitable housing in Tiburon. Such groups include small professional families, single people, elderly, and local employees. The proximity of the Downtown area to ferry transportation and potential new places of business would make housing in the Downtown area especially attractive. Consideration should be given to a mixture of rental and ownership type units.

Policies:

1. Residential use mixed with other land uses shall be encouraged in the Downtown area. The emphasis on residential development should be on smaller units.
2. Housing in the Downtown area should be provided in accordance with policies contained in the adopted Housing Element of the General Plan, especially with regard to housing for moderate income, elderly and persons employed in Tiburon. Consideration should be given to a mixture of rental and ownership types of units.
3. Housing should be designed so that it blends with the surrounding residential areas and does not block existing views toward the water. This will assist in providing a transition from Old Tiburon housing areas to the commercial areas of Downtown.

I. Urban Design:

One of the most important aspects of future development of Downtown and the upgrading of the existing Downtown area is urban design. The study of street furniture, lighting, roadway design, signs, landscaping and coherence of buildings and the spaces surrounding them is essential for a well-planned Downtown. Variety of design styles and heights and shapes of buildings is also an important consideration. Regulations should provide for flexible limitations on setbacks, heights, lot coverages and architectural detailing.

Policies:

1. The City should assist in selecting appropriate design for buildings, street furniture, lighting, roadway plans, landscaping and other design features for new development.
2. Scale, excellence of design and overall effect of new buildings and street features should be carefully reviewed by all levels of City government to provide for the greatest coherence of designs. Variety of style, shape, height and details should be encouraged.
3. Signs shall be carefully designed to provide identification without confusion and lessening of environmental quality, and to insure coherence in the Downtown area.
4. While some features of a development are unavoidable, such as parking lots, these components should be treated with extra care to provide screening, landscaping, better siting and other mitigation measures to reduce visual effects, and should be designed to reduce all of the problems, especially the aesthetic and physical, often associated with them.

IMPLEMENTATION:

The implementation of any plan may be achieved in a number of ways. Primarily, development will be carried out by private developers under guidelines established by the City. There are several ways in which the City may regulate development in order to maintain density limits, obtain certain public improvements and review design and site plan features. The primary methods available to the City for this are outlined below. It should be noted that until a specific development plan is presented by a prospective developer or landowner, the City can achieve little beyond the preparation of an element such as this to the General Plan. All future development will then be evaluated against the standards set in the plan.

1. Existing Ordinances:

The present subdivision and zoning ordinances contain certain provisions regulating future development in the PD (Planned Development) zone. These include:

- a. Provisions requiring the submission of Master Plans for contiguous properties,
- b. Provisions for the fulfillment of the requirements of CEQA.
- c. Provisions for the dedication of public improvements such as streets, sidewalks, drainage facilities, etc., to the City.
- d. Provisions requiring payment of either land or money for Parks and Recreation uses.
- e. Provisions for site plan and architectural approval of individual buildings and residences within the zone.
- f. Regulations concerning parking, types of acceptable uses, and minimal standards for development.

These ordinances could be further clarified to delineate the acceptable uses of remaining developable lands, to set density limits and building standards for the PD zone, and to require more specific types and amounts of improvements to be dedicated to the City. Other amenities could be provided by the Developer if the City required them, such as recreational facilities, etc. Additionally the Zoning Ordinance could be made clearer on the actual procedural steps in obtaining City sanction for future development. A preapplication conference with various City officials and staff members on proposals would probably save time and cost to the developer. Setting time limits on the City's proceedings would also make the entire process work more quickly while putting into the Ordinance the exact submittal requirements for the developer would assist him in getting fair and speedy consideration by all City bodies. All items placed in the Ordinances should be in conformance with the City's adopted General Plan and the Downtown Plan Element of it.

2. Redevelopment Agency:

One method used by many cities to guarantee the installation of public improvements is to form a redevelopment agency. Through this Agency, tax revenues from properties in the Redevelopment area, to taxing districts are fixed at present levels. The amount of tax revenue generated by the new development is turned back to the Agency to pay for the improvements desired, i.e. parklands, a new City Hall, etc. Usually such projects are financed by a municipal bonding arrangement, repaid by future tax revenue. For Tiburon, it has been estimated that such improvements would cost \$2.1 million (1974), and that the increased revenues would amount to about \$350,000. per year based on current assessed valuations of approximately \$735,000,

and an assumed new assessed value of approximately \$3.5 million annually.

In order to implement a Redevelopment Agency, a plan for development of the area for Redevelopment must be adopted by the Planning Commission and the Redevelopment Agency's governing body (in Tiburon's case, the City Council), following which the current assessed valuations are frozen by the County, and all new tax revenue which would be generated by improvements would be allocated to the Redevelopment Agency. The Agency would use these monies to retire bond obligations incurred in paying for improvements built by the Agency. At such time as all of the bonds have been retired, the tax revenues for the entire development and all the improvements will revert to the respective taxing districts. This plan does not provide a prospective developer with any tax break, but does give a City or Redevelopment District the capital to provide improvements at a scale which it could not ordinarily require of a private developer.

Major objections to Redevelopment Agencies come from the other taxing districts, such as the Fire, Sewer, Water and School Districts, all of which temporarily lose revenue from such an action. Under California Redevelopment Law, (Health and Safety Code, Sect. 33000 et seq.) restitution of a portion of this loss may be made if it covers the additional costs of services which such a district is required to provide to a new development within a redevelopment area. If a Downtown project for example generated 50 new students for Reed Union School District, the costs of those students could be paid by the Redevelopment Agency to the School District out of funds received through the tax program.

3. Other Methods:

The land in the Downtown area could be acquired by a public agency or a non-profit corporation in fee and developed by such a non-profit entity. In such a case, the density of future development could be drastically reduced in that there would be no incentive for profit, and portions of the developed land could be sold back to private enterprises after completion at a price which would cover costs of development (including engineering, planning, designing, land costs, taxes and administration). Such a project would also require the issuance of bonds, or a federally subsidized program to provide initial capital.

4. Phasing:

The size of the remaining area to be developed raises some questions concerning the scheduling or phasing of future development. Were the entire area to be developed at once, the impacts of construction such as noise, congestion, traffic, etc., would be intensified. However, if the construction were extended over a longer period, the impacts would occur, at a lesser intensity for a greater time. It would seem most suitable to approve overall development, but with a phasing program included, both to provide for a mitigation of the more serious construction impacts, while allowing the City to re-evaluate the long-term (traffic, population noise, fiscal) impacts of such development.

In order to achieve phased development, the City should amend existing ordinances to provide for a conditional, preliminary approval to an overall development plan, with specific approval for only the first phase. Following the completion of the first phase, the overall plan would be reconsidered based on the recognized impacts from the first stage. A second stage, potentially modified to mitigate these impacts would then be approved. Stages beyond the first two would also be approved in a similar manner.

TO: CITY COUNCIL AND PLANNING COMMISSION

DATE: 10/13/75

FROM: DEPARTMENT OF COMMUNITY DEVELOPMENT

SUBJECT: REVISED DENSITY ANALYSIS OF EXISTING AND PROPOSED DOWNTOWN DEVELOPMENT
FOR DOWNTOWN PLAN REVIEW

BACKGROUND:

In order to provide more precise information to the Planning Commission concerning existing densities in the downtown area, a statistical analysis was prepared for several existing areas. A summary of these areas and the assumptions used in preparing the data are given below. A map is attached showing the boundaries of each area and the basic information about each one. A comparative table is also given showing existing uses and densities and the impact new development would have on density and overall square footage of buildings in the Downtown area. This report supersedes the report prepared in August, 1974, and has been revised since its original submittal to the Planning Commission on October 5, 1975, to update certain acreage figures as agreed upon by the Commission and staff.

ASSUMPTIONS AND DEFINITIONS:

The outer boundaries of the downtown area are shown on the map of the Downtown area. The total area within the boundaries is 74.1 acres, which includes all the Boardwalk shopping center and the T.P.C. lands to the southeast of Mar West Street, and the small parcel to the northeast of Mar West belonging to Sequoia Pacific.

In computing the density for various statistical areas (I through VIII) only the private land boundaries were included. In computing the overall density the area of all streets within the developed area (Tiburon Blvd., Main Street, Beach Road and Juanita Lane) were included. Land area was either taken from boundaries shown on the Assessor's Parcel Maps (largely for parcels of more than 1 acre in area) or by planimeter for irregular parcels or by geometric calculation for square or regular rectangular parcels.

The area of buildings was taken on either a planimeter basis, by calculation from 1"=50' scale orthophoto maps done by CALTRANS, or by materials provided by various landowners (i.e. Zelinsky properties). Totals found by this combination of methods were very close to results obtained in earlier surveys.

The density was calculated on a floor area ratio basis. The total floor space of each building was determined, then divided by the area of the parcel it is located on. This resulted in a percentage of the land being covered by building or a percentage of floor area to land area. In order to present this as a square footage per acre figure, the percentage was multiplied by the square footage of an acre (43,560). Densities calculated by this method ranged from 11,761 to 66,900 square feet per acre.

There were two areas with significant problems in terms of density analysis. The first is the water side of Main Street, where there is no "land" under the major portion of most of the buildings. Along this area, the "land" area was assumed to be the ground floor area of the buildings, excluding decks, docks, and other outdoor appurtenances.

The second area of difficulty is the Boardwalk shopping center which is partially in the City of Tiburon and partially in the City of Belvedere. Were the distribution of land and buildings equal on both portions, the area could be simply divided, but the area within the City of Tiburon contains the major portion of the parking area, and only a small part of the building footage, while the Belvedere portion contains almost all of the building area and little parking lot. The entire area of the shopping center was calculated and the total building square footage of the shopping center was determined. This was then used to determine the floor area ratio for the center. This ratio was applied to the Tiburon portion in determining Tiburon density on this parcel, although the entire complex was included as a part of the Downtown area.

DENSITY ANALYSIS -- DOWNTOWN EISENHART - October, 1975

Area:	Sq. ft. land	Sq. ft. Bldg.	F.A.R.	Density/acre
I	377,665	104,830	.28	11,761
II	14,772	7,500	.50	22,215
III	6,000	2,538	.42	18,425
IV	38,487	59,110	1.53	66,900
V	25,794	17,063	.66	28,825
VI	149,733	52,120	.34	15,162
VII	101,066	49,135	.49	21,170
VIII	185,032	53,889	.29	12,686
Streets	342,392	0	0	0
TOTAL:	1,240,941	346,191	.28	12,152

(Removal of the Belvedere portion of the Boardwalk revises the totals as follows:

1,148,677	319,297	.28	12,196
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(Further, if both the land area and building area of Area IV (Waterfront on Main Street) is eliminated from consideration due to its special nature, and the approximately 3.75 acres included in Area I which are now vacant and are proposed for Development by Mr. Zelinsky are subtracted from the land in that Area, the revised totals would be as follows:

944,677	260,187	.275	11,997
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PROJECTIVE ANALYSIS:

It would appear useful to project the potential density figures for the remaining vacant land in order to arrive at a total area of development, overall density figures and reasonable consideration of alternatives. Using the total figures for all of Downtown, including the entire Boardwalk and all of the Zelinsky areas, the projections were developed to give an idea of overall density if certain specified densities were allowed in the remaining area.

PROJECTED DENSITY AND TOTAL BUILDING AREA

Proposed Density Per Acre	New Gross Sq. Ft.	Total Gross Sq. Ft. Total Downtown	New Density Overall
10,000 ^a sq.ft./A.	425,000	771,191	11,865
11,500 ^b	488,750	834,941	12,845
12,200 ^c	518,500	864,691	13,302
12,000 ^d	510,000	856,191	13,172
7,148 ^e	303,809	650,000	10,000
14,141 ^f	601,000	947,191	14,572

- Density suggested by 1970 Downtown Plan, applied to new development.
- Density as proposed by Sequoia Pacific Master Plan, assuming no other new development.
- Approximately the existing density, applied to new development on 42.5 vacant acres., 36.5 acres of S.P. land and 6 acres of Zelinsky land.
- Approximately the existing density excluding special case areas, applied to new development on 42.5 acres.
- Density for new development of 42.5 vacant acres if the overall final density is to be at a maximum of 10,000 sq. ft. per acre.
- Density which would result if new development proposals (both S.P. and Zelinsky) were built at proposed total square footage--180,000 for Zelinsky and 421,000 for S.P.

The above analysis does not account for lands which are removed from the acre vacant area due to City policy decisions. The Waterfront strip, approximately 1,500 feet long and 200 feet wide (as proposed in the revised Downtown Plan) would contain about 300,000 square feet, or 6.89 acres of land. Transfer of the allowable density from these acres would place an additional 68,900 to 82,000 square feet of development on the acres remaining and would raise the net density on the remaining acres accordingly.

Certain considerations should be made in determining the future allowable densities or floor area ratios. First, the allocation of density should be made very clear to future developers as to whether it is on a per acre basis or an overall basis. This would clarify the issue of whether a developer who owned a portion of the land area determined not to be developed could transfer his development rights from those acres to his remaining acreage.

A second important consideration is the degree to which future development should be restricted in density due to past allowances of densities considerably over the agreed upon figure. By this it seems that to achieve an overall density of 10,000 square feet per acre, the remaining acreage will have to be developed at a density not greater than 7,148 sq. feet per acre. This means that much of the existing development will be functioning at densities close to 20,000 sq. ft. per acre, and the remaining acres penalized in terms of economic return to their developer by being limited to less than half that (assuming that net economic return--profit--to a developer is closely related to the amount of development permitted per acre). On the other hand, if the City starts "fresh" with the new development at 10,000 (or some other figure), the overall density will be higher than that, but still probably below the overall density of the existing Downtown.

It should also be determined if density limitations are on an averaging, or maximum basis, as this would change the requirements as far as processing of a development was concerned. The averaging method would permit a measure of flexibility in determining the site location for various uses, and permitting some uses to be developed at higher densities in order to provide other types of amenities (clustering of housing with surrounding open space, etc.) A combination of the two types could also be used, permitting a specified average density over an entire project, but providing that no individual parcel or acre be permitted at greater than a slightly higher density.

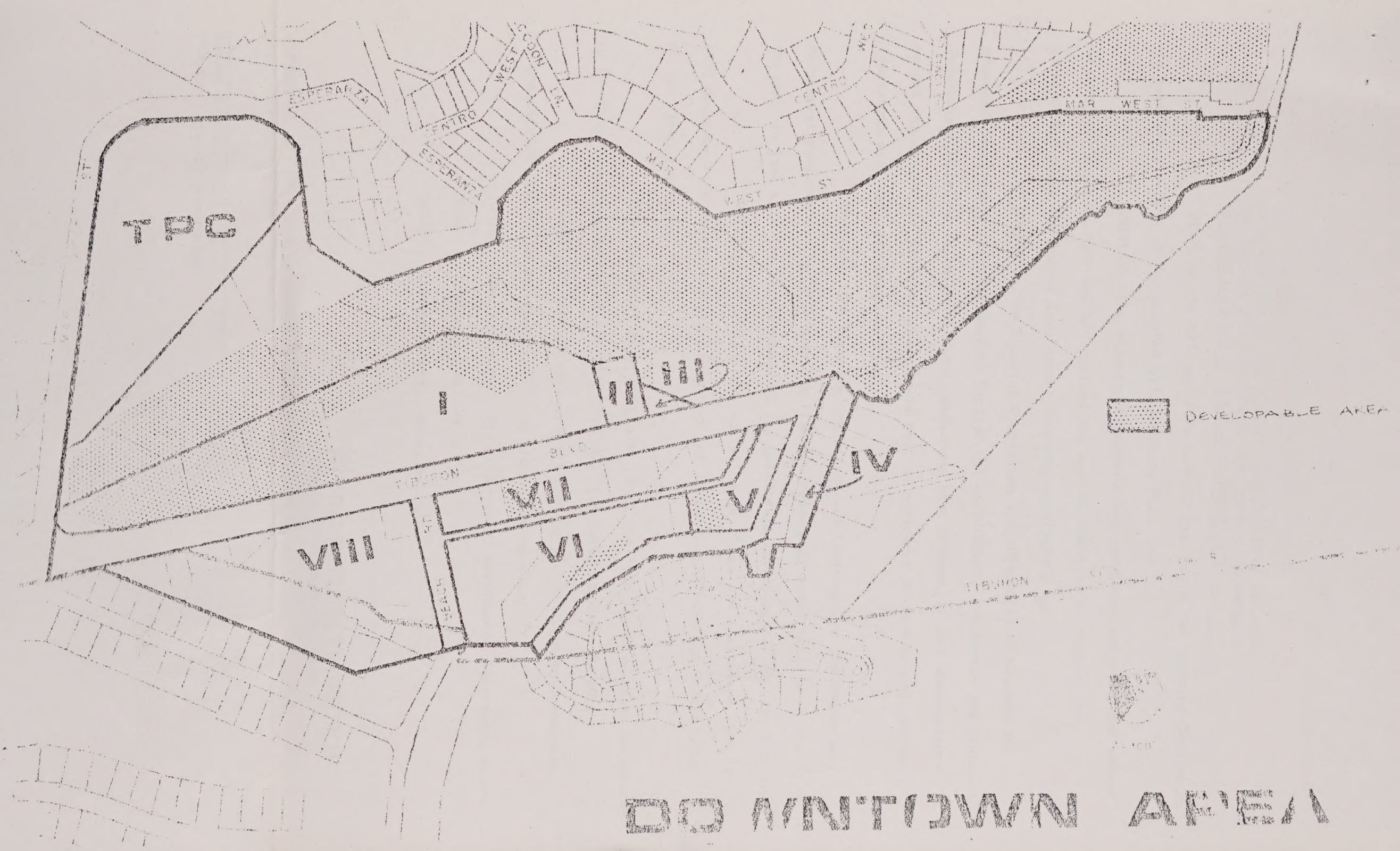
The Commission should keep in mind that it is not only the density, but the total overall amount of development which will occur as a result of whatever density is permitted. The remaining acreage is larger than the presently developed acreage, and the resulting development will probably appear larger than the existing because of the space involved. Impacts of traffic congestion, increased parking, social requirements and other environmental changes associated with the development will vary greatly with the type of development implemented. A 10,000 sq. ft. commercial building generates more traffic and places more demand on City services than a 10,000 sq. ft. housing area, and while it is useful to place an overall ceiling on square footage per acre, the type of development included in this ceiling is also critical. The problem here is that it isn't possible to determine all of the potential combinations of land uses which might be proposed and what their impacts would be and from that information to limit the square footage depending on uses. It would seem important that language be added to the density section to place a limit on densities of uses which would create a traffic, social or environmental impact which is not mitigated by other features of the development, or makes it undesirable for the other residents of the City.

Department of Community Development
R.E. Fosnot, Director

by Martha McCart Mullin
Associate Planner.

EXHIBIT:

1. Map of Downtown Area, showing Areas used in Density Analysis



TPC

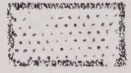
VIII

VII

VI

V

IV



DEVELOPABLE AREA

DOWNTOWN AREA

RESOLUTION NO. 189

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY
OF TIBURON RECOMMENDING TO CITY COUNCIL ADOPTION OF
REVISED DOWNTOWN PLAN DATED DECEMBER 1975

WHEREAS: In 1974 the City Council instructed the Planning Commission to initiate a review of the adopted 1970 Downtown Plan, and

WHEREAS: The Planning Commission has completed its study and review of the 1970 Downtown Plan and has revised the text of the plan to reflect the communities goals for future development in downtown Tiburon, and

WHEREAS: The Planning Commission has officially considered the proposed development plans of Sequoia Pacific and unofficially considered the proposed development plans of Zelinsky in the downtown and have determined that the environmental impacts of the proposed plans could best be mitigated by development proposal consistent with the 1975 Downtown Plan.

WHEREAS: The Planning Commission has reviewed the Environmental Assessment prepared on the 1975 Downtown Plan and recommends certification of the document in line with the requirements of the California Environmental Quality Act, and

WHEREAS: The Planning Commission has found and determined that the 1975 Downtown Plan constitutes an element of and is consistent with the General Plan of the City of Tiburon.

NOW, THEREFORE BE IT RESOLVED: That the Planning Commission recommends to the City Council adoption of the 1975 Downtown Plan dated December 9, 1975.

PASSED AND ADOPTED at a special meeting of the Planning Commission of the City of Tiburon on December 9, 1975 by the following vote:

AYES: Commissioners: Bass, Bergsund, Barsimanto, Edelstein, Wilson

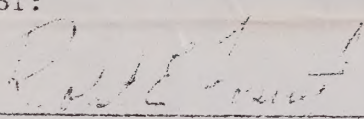
NOES: Commissioners: None

ABSENT: Commissioners: Kuhn, Matthews

(s)

Hal Edelstein, Acting Chairman of the
Tiburon Planning Commission

ATTEST:


Robert Fosnot, Secretary
Tiburon Planning Commission

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